Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

Message Text

UNCLASSIFIED

PAGE 01 STATE 003903
ORIGIN OES-07

INFO OCT-01 ISO-00 /008 R

66011
DRAFTED BY:OES/OFA/FA:JCPRICE
APPROVED BY:OES/OFA/FA:DJYELLMAN
----------088857 062315Z /62
O 062216Z JAN 78
FM SECSTATE WASHDC
TO COAST GUARD SEVENTH DISTRICT HQ IMMEDIATE

UNCLAS STATE 003903

FOR AMBASSADOR THOMAS A. CLINGAN

FOLLOWING REPEAT TOKYO 19783 ACTION SECSTATE DEC 27

QUOTE: UNCLAS TOKYO 19783

E.O. 11652: N/A
TAGS: EFIS, JA
SUBJECT: TEXT OF ANNEX ON GOJ PROPOSAL ON RENEGOTIATION OF INPFC

REF: TOKYO 18873, STATE 298223, TOKYO 19165

1. FOLLOWING IS TEXT OF ANNEX TO GOJ PROPOSAL OR RENEGOTIATION OF INPFC: BEGIN TEXT COMMENTS
ON THE PAPER PREPARED BY U.S. SCIENTISTS
TITLED /ESTIMATES OF POTENTIAL CATCHES OF SALMON
IN CERTAIN SECTORS OF THE JAPANESE SALMON
MOTHERSHIP AND LANDBASED DRIFTNET FISHING AREAS"

IN THE ABOVE PAPER, THE U.S. SCIENTISTS ESTIMATE THAT JAPAN-
ESE SALMON VESSELS MAY ATTAIN THE 1977 CATCH QUOTAS ALLOCATED
UNDER THE JAPAN-U.S.S.R. FISHERY AGREEMENT BY FISHING ONLY IN THE
WATERS OUTSIDE THE SOVIET 200 MILE ZONE, AND WEST OF 170 DEGREES
UNCLASSIFIED

UNCLASSIFIED

PAGE 02 STATE 003903

E LONGITUDE FOR THE MOTHERSHIP FISHERY AND WEST OF 165 DEGREES E
LONGITUDE FOR THE LANDBASED DRIFTNET FISHERY, RESPECTIVELY.

HOWEVER, WE CONSIDER THAT THIS PAPER HAS NOT TAKEN INDO DUE
CONSIDERATION BIOLOGICAL KNOWLEDGE ON THE NORTH PACIFIC SALMON
STOCKS AND MODES OF JAPANESE FISHING OPERATIONS, AND HENCE PRO-
DUCED A SUBSTANTIAL OVERESTIMATE OF JAPANESE POTENTIAL CATCH. THE

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

REASONS WE HOLD IN THIS REGARD ARE DESCRIBED IN THE FOLLOWING.

1. IT IS WELL KNOWN THAT THE NORTHPACIFIC SALMON STOCKS CONSIST OF A GREAT VARIETY OF LOCAL STOCKS, DEPENDING UPON SPECIES AND SPAWNING RIVERS, AND THAT THESE STOCKS MIGRATE WITH SOME CONVERGENCE AND DIVERGENCE ALONG THEIR INNATE MIGRATION ROUTES.

AMONG THE STOCKS AT WHICH JAPANESE MOTHERSHIP FISHER IS DIRECTED, (I) SOCKEYE (EXCEPT THE KAMCHTKA RIVER ORIGIN), CHUM, PINK AND COHO SALMONS WHICH ORIGINATE FROM THE EAST COAST OF KAMCHATKA PENINSULA TO ANADYR REGION, AFTER FORMING FISHABLE CONCENTRATION IN THE WATERS EAST OF 170 DEGREES E, RETURN TO THEIR OWN SPAWNING RIVERS THROUGH THE SOVIET 200 MILE ZONE. THE ABOVE FACT CLEARLY CONCLUDES THAT JAPANESE MOTERSHIP FISHING OPERATIONS WOULD NOT PRACTICALLY ABLE TO FISH FOR THESE TOCKS AND SUFFER A RUINOUS REDUCTION IN THE CATCH, SHOUOD THEY BE LIMITED TO THE WATERS WEST OF 170 DEGREES E LONGITUDE LINE AS PROPOSED BY THE U.S.. ACCORDING TO OUR CALCULATION, FROM 1964 THROUGH 1975, THE ANNUAL CATCH OF THESE STOCKS BY JAPANESE MOTERSHIP FLEET CONSTITUTED ON THE AVERAGE SOME 40 PERCENT OF ITS TOTAL CATCH.

IN THE WATERS WEST OF 170 DEGREES E, NORMALLY MIGRATE (I) MOST OF THE EASTERN KAMCHATKA ORIGIN SOCKEYE, (II) THE WESTERN KAMCHATKA ORIGIN SOCKEYE (III) THE OKHOTSK ORIGIN CHUM, (IV) THE WESTERN KAMCHATKA ORIGIN CHUM, AND (V) THE WESTERN KAMCHATKA ORIGIN PINK. IT IS NOTED, HOWEVER, THAT IN THIS AREA COLD WATER
UNCLASSIFIED

MASS IS PREVAILING IN NORMAL YEARS, STRETCHING EASTWARD FROM OFF THE EAST COAST OF KAMCHATKA PENINSULA. AND, MANY OF FISH USUALLY AVOID THIS COLD WATER MASS, WITH FISHING GROUNDS BEING FORMED OUTSIDE AND IN THE VICINITY OF THIS AREA.

ACCORDING TO OUR PAST EXPERIENCE, IN YEARS WHEN THE COLD WATER MASS IS PREDOMINATE AND ITS DISTRIBUTION IS EXTENDED EASRWARD, EVEN WITH REGARD TO THESE STOCKS, MAIN FISHING GROUNDS ARE FORMED IN THE WATERS EAST OF THE 170 DEGREES E LINE, AND ACCORDINGLY THE CATCH FROM THE WATERS WEST OF THIS LINE DECREASES.

2. TABLES I AND II SHOW THE ANNUAL CATCH BY JAPANESE MOTHERSHIP FISHERY IN THE WATERS WEST OF 170 DEGREES E.

TABLE I DEMONSTRATES THAT THE DISTRIBUTION, MIGRATION ROUTES AND ABUNDANCE OF SALMON MIGRATING THROUGH THESE WATERS CHANGE ANNUALLY. WE CAN ALSO SEE IN THIS TABLE CONSIDRRABLY MANY AREAS AND PERIODS WHERE AND WHEN FISHING DID NOT OCCUR AT ALL OR WAS MUCH LIMITED, DEPENDING UPON SEASONS.

THIS FACT PRESENTS THAT THESE AREAS AND PERIODS WHERE AND WHEN FISHING DID NOT OCCUR OR WAS LIMITED ARE EITHER THE AREAS

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

AND PERIODS WHERE AND WHEN FISH DID NOT MIGRATE, OR THOSE WHERE
AND WYN THE FISH MIGRATION DID NOT FORM FISHABLE CONCENTRATION.
IN SUCH AREAS AND PERIODS, HOWEVER SIGNIFICANT FISHING EFFORTS WE
MAY EXPEND, FISING WILL BE PRACTICALLY INFEASIBLE.

WITHOUT REGARD TO THE POINTS DESCRIBED ABOVE, THE U.S.
SCIENTISITS ALLOCATED THE TOTAL FISHING EFFORTS OF 245 VESSELS
IN TO EACH AREA AUTOMATICALLY IN PROPOPRTION TO THE PAST EFFORTS
EXPENDED IN EACH AREA, MULTIPLIED THESE DIVIDED EFFORTS BY ACTUAL
CPUE VALUES BY 10-DAY PEIODS WHICH ARE BASED ON MUCH SMALLER
AMOUNT OF EFFORTS IN PREVIOUS YEARS, AND THEN ESTIMATED THE TOTAL
CATCH POTENTIAL OF JAPANESE MOTHERSHIP FLEET. HOWEVER, FOR THE
REASONS STATED ABOVE, WE CANNOT BUT CONCLUDE THAT THIS ESTIMATE
IS THE ONE JUST FOR THE SAKE OF CALCULATION AND IS IN NO WAY
UNCLASSIFIED

UNCLASSIFIED

PAGE 04 STATE 003903

JUSTIFIABLE FOR REPRESENTING THE CATCH POTENTIAL. IT GOES WITHOUT
SAYING THAT IT IS INAPPROPRIATE TO SUBSTITUTE THE CPUE VALUES IN
ADJACENT AREAS FOR THESE IN THE AREAS WHERE OR PERIODS WHEN FISH-
ING WAS SUBSTNTIALLY LIMITED.

3. THE U.S. SCIENTISTS MADE A SIMPLE ERROR IN CALCULATING THE
CATCH POTENTIAL. NAMELY, THEY DID NOT APPARENTLY TAKE ACCOUNT OF
THE NUMBER OF DAYS WHEN VESSELS WERE IDLE AT SEA DUE TO BAD WEATHER
OR SEA CONDITIONS. IN OUR PAST EXPERIENCES, THE NUMBER OF REAL
WORKING DAYS IS NO MORE THAN 89 PERCENT OF DAYS SEPNT IN FISHING
GROUNDS.

FURTHERMORE, DURING LATE JULY IN THE WATERS WEST OF 170 DEGREES
E, MOST FOSH MOVE CLOSER TO THE COAST, AND OFF-SHORE FISHNG BECOMES
IMPOSSIBLE, WHICH THE U.S. SCIENTISTS FAILED TO TAKE INTO CONSIDER-
ATION.
THERE, EVEN IF WE WERE TO MAKE A MOST UNLIKELY ASSUMPTION
THAT, NEGLECTING THE POINTS DESCRIBED IN 1 AND 2 ABOVE, JAPANESE
MOTHERSHIP EFFORTS BE AUTOMATICALLY CONCENTRATED ON THE WATERS
WEST OF 170 DEGREES E, AS PROPOSED BY THE U.S., THE UPPER LIMIT
OF ITS POSSIBLE EFFORTS WOULD BE:

245 VESSELS X 264 TANS X 60 DAYS X 0.89 - 3,450 THOUSAND TANS,
AND THE U.S. ESTIMATE OF 4,480 THOUSAND TANS IS CLEARLY AN OVER-
ESTIMATE.

4. WITH REGARD TO JAPANESE LANDBASED DRIFTNET FISHERY, THE U.S.
SCIENTISTS PRESUMED THAT THE 1977 ALLOCATION OF 32,000 TONS TO THIS
FISHERY MAY BE FULFILLED SOLEY BY INCREASING ITS EFFORTS IN THE
WATERS WEST OF 165 DEGREES E, WITH ITS PAST CPUE VALUES BEING USED
FOR CALCULATION.

HOWEVE, IN CALCULATING THE CATCH OPOTENTIAL FOR THIS FISHERY,
UNCLASSIFIED

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

WE BELIEVE THAT (1) THE MIGRATION ROUTES OF FISH BY ORIGIN, (2) THE SEASONS AND AREAS FOR FISHING GROUND OFORMATION (3) THE PRACTICABLE FISHING EFFORTS TO BE EXPENDED, AND (4) THE APPROPRIATENESS OF USE OF THE CPUE VALUES SHOULD HAVE BEEN FULLY TAKEN INTO ACCOUNT, AND THAT THE U.S. ESTIMATE IS UNREALISTICALLY AN OVERESTIMATE, AS WE HAVE ALREADY POINTED OUT FOR THE MOTERSHIP FISHERY.

JAPANESE SALMON FISHERIES IN THE NORTH PACIFIC IS ONLY FEASIBLE BY DEVELOPING THEIR FISHING EFFORTS OVER A WIDE RANGE OF FISHING GROUNDS, PURSUING THE MIGRATION ROUTES OF EACH OF ASIAN ORIGIN STOCKS WHICH CHANGE ANNUALLY AND SEASONALLY. THE U.S. ESTIMATION WHICH HAS NOT GIVEN DUE REGARD TO THESE MODES OF OPERATIONS IS NATURALLY FAR FROM BEING REASLISTIC.

WE ALSO WISH TO POINT OUT THAT, IN LIGHT OF 1 ABOVE, THE U.S. PROPOSALS MAY WELL LEAD TO THE OVER-CONCENTRATION OF FISHING EFFORTS ON AND THUS THE OVERFISHING OF CERTAIN STOCKS MIGRATING THROUGH THE WATERS WEST OF 170 DEGREES OR 165 DEGREES E, WHILE LEAVING STOCKS MIGRATING THROUGH THE WATERS EAST OF THOSE LINES VIRTUALLY UNUTILIZED. THIS IS IN SHEER CONTRADICTION WITH THE PRINCIPLE OF RATIONAL CONSERVATION AND MANAGEMENT OF FISH RESOURCES.

TABLE I: TOTAL TANS USED BY TEN-DAY PERIODS, 1964-1975.
(TABLE SENT BY AIR POUCH)

TABLE II: CATCH AND EFFORTS BY JAPANESE MOTHERSHIP SALMON FISHERY IN THE WATERS SOUTH OF 52 DEGREES N LATITUDE AND WEST OF 170 DEGREES E LONGITUDE, OUTSIDE THE U.S.S.R. 200-MILE ZONE.

YEAR	NO. OF TANS	CATCH (METRIC TONS)
1964	2,070,729	12,845
1965	780,564	7,444
1966	1,318,733	11,541
1967	1,190,880	9,280
1968	1,354,603	8,390
1969	856,251	5,300
1970	375,560	2,954

1971	993,193	6,485
1972	1,155,705	6,280
1973	1,291,120	8,409
1974	705,918	4,145
1975	808,135	5,128
TOTAL	12,901,391	88,201
AVERAGE	1,075,116	7,350

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

END TEXT.
MANSFIELD
UNQUOTE CHRISTOPHER

UNCLASSIFIED

NNN

Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FISHERIES, NEGOTIATIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 06 jan 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: n/a
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment:
Disposition Date: 01 jan 1960
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE003903
Document Source: CORE
Document Unique ID: 00
Drafter: OES/OFA/FA:JCPRICE
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D780011-0291
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780190/aaaacybq.tel
Line Count: 227
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 628a01e6-c288-dd11-92da-001cc4696bcc
Office: ORIGIN OES
Original Classification: UNCLASSIFIED
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: n/a
Previous Handling Restrictions: n/a
Reference: 77 TOKYO 18873, 77 STATE 298223, 77 TOKYO 19165
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 09 feb 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3815511
Secure: OPEN
Status: NATIVE
Subject: TEXT OF ANNEX ON GOJ PROPOSAL ON RENEGOTIATION OF INPFC
TAGS: EFIS, JA, US, ZN
To: CG
Type: TE
vdkvgwkey: odbc://SAS/SAS.dbo.SAS_Docs/628a01e6-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014